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Contents

	Paragraphs	Pages
Introduction	1	2
I. Situation analysis	2-6	2
II. Past cooperation and lessons learned	7-11	2
III. Proposed programme	12-20	3
IV. Programme management, monitoring and evaluation	21-25	5
Annex		
Results and resources framework for Lesotho 2008 - 2011		6

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Introduction

1. The present fourth country programme document (CPD), 2008–2012, for Lesotho has resulted from extensive consultations among stakeholders, which led to the formulation of a United Nations Development Assistance Framework (UNDAF), 2008-2012. The present CPD is further informed by the Administrator's endorsement of the High-Level Panel's *Delivering as One* recommendations in the context of the Secretary-General's United Nations reform initiative, as well as the strategic focus of the Africa Bureau on capacity development for pro-poor growth and accountability.

I. Situation analysis

2. After years by political turmoil, Lesotho has made great progress in consolidating democracy after the successful 2002 general elections and 2005 local government elections. It still faces significant development challenges, owing mainly to the high prevalence of HIV (about 23 per cent among adults, the third highest prevalence rate in the world). Human development indicators have worsened rapidly over the past decade because of the increased mortality associated with HIV . Life expectancy has been steadily declining, dropping from 56 years in 1997 to 35.2 in 2004 (UNDP Human Development Reports for 1999 and 2006). Average incomes have also fallen. As a result, Lesotho's overall rank on the UNDP human development index (HDI) fell from 127 out of 174 countries in 1998 to 137 in 2003, then to 149 out of 177 in 2006.

3. The prevailing chronic poverty is the result of drastic structural changes in the economy since the 1990s, deriving from three main sources. In the past, 46 per cent of Lesotho's gross national product (GNP) came from personal remittances, foreign transfers (investments in the Lesotho Highland Water Project) and the booming garment industry. By the late 1990s, the massive contribution from outside sources fell by half. There have also been job losses in the garment industry since the Multi-Fibre Agreement ended in 2004.

4. About half of the population now lives below the poverty line. Reduced household incomes and employment opportunities for the many returning migrant miners is perpetuating food insecurity and chronic poverty, which has forced some segments of the population into desperation. As a result some engage in behaviour at risk for HIV infection.

5. The current multi-faceted crisis is negatively affecting the environmental resource base and its quality. Environmental degradation has adverse effects on livelihoods, while poverty, illness and desperation contribute to further degradation. Major challenges include: recurring droughts and floods; deforestation owing to over-reliance on biomass fuels; loss of topsoil and gully formation; ineffective land tenure system; inefficient management of the fragile mountain ecosystem; and, inefficient and unsustainable agricultural practices.

6. Following the successful general elections of May 2002 and local council elections of April 2005, in which 54 per cent of the councillors elected are women, there is a growing recognition, by Government, civil society and international partners, of the need to deepen gender-sensitive, participatory governance for effective, rights-based service delivery at the district and community levels and to continue with the reform of the public service systems.

II. Past cooperation and lessons learned

7. In its cooperation activities with Lesotho UNDP has acted as an impartial broker to advance the democratic agenda through strategic support to the 2002 and 2005 elections and the political process. UNDP activities should therefore be evaluated not only in terms of funds expended, but also in terms of the quality of advice and support to strengthening democracy and development.

8. A very important recent contribution of UNDP to poverty reduction has been its technical and financial assistance for re-clustering the poverty reduction strategy priorities and costing action

programmes for presentation to a November 2006 donor round table conference (RTC). The process and the RTC event were timed to coincide with the country assistance planning activities of Lesotho's key development partners so as to synchronize programme cycles by 2008 in keeping with the Rome and Paris Declarations on aid coordination and aid effectiveness.

9. The recent mid-term review (MTR) of cooperation activities during the past two years identified several programme implementation issues, in particular the institutional capacity challenges within the Government for effective programme implementation and coordination of development assistance. Despite the satisfactory overall progress noted by the MTR, delays in the execution of some project activities can be attributed to continuing weakness in institutional capacity and the need for greater results-orientation. To this end, capacity assessments and development will form a central feature of the entire programme in the present CPD.

10. While focusing on results-orientation, UNDP will also ensure adequate attention to national capacity building, given the Africa Bureau's strategic focus on capacity development for pro-poor growth and accountability. The Country Office intends to fully support capacity development for implementing partners through capacity diagnostics and development programmes.

11. Within the context of "delivering as one", the Country Office has recognized the need to work in collaboration with other United Nations organizations, preferably through parallel programmes, under which UNDP and each agency will focus on areas of their comparative advantage within a collaborative framework that ensures complementary implementation of programmes by all. The clustering of national development priorities during the recent multi-stakeholder UNDAF Strategic Planning Retreat has led to the identification of four Millennium Development Goals-based UNDAF outcomes for United Nations system support. UNDP will focus on three clusters, involving four areas where UNDP-supported outputs can make the most effective contribution, consistent with its comparative advantage.

III. Proposed programme

12. The areas covered by the 3 UNDAF outcomes to which UNDP can effectively contribute are: HIV/AIDS; economic growth and environmental management; and democratic governance. The aim of the proposed programme is to ensure an integrated response to the worsening development challenges facing Lesotho. The country programme will support Government efforts to: (a) scale up the national response to HIV/AIDS; (b) increase employment and household food security, reverse environmental degradation and promote energy efficiency; and (c) deepen democratic governance. This will be pursued within the framework of joint and/or collaborative programmes involving other United Nations organizations and development partners.

13. Many linkages unite the four sub-programmes in the present CPD. Environmental degradation leads to a weakened natural resource base, which constrains crop production and leads to food insecurity among rural households, increased morbidity and risky behaviour with greater vulnerability to HIV/AIDS. Chronic malnutrition hampers the effectiveness of available antiretroviral drugs. Lesotho is an agricultural country (nearly 80 per cent rural) and land productivity is a function of the land tenure system (mostly communal ownership).

Cross-cutting issues

(a) HIV/AIDS

14. The UNDAF recognizes HIV/AIDS as the greatest development challenge facing the country and the key strategic area for all United Nations efforts there. UNDP will work within the Joint United Nations Team on AIDS to design, coordinate funding for and monitor the implementation of a system-wide programme on HIV.

15. The results of the HIV/AIDS sub-programme will be: strengthening national capacity to gather and analyze strategic information; prioritizing and using HIV-related resources and programmes;

getting community groups of people living with HIV (PLHIV) empowered to access and utilize institutions effectively; enabling communities to develop and manage HIV programmes; and, ensuring access to good technical assistance to strengthen delivery of HIV-related programmes.

(b) Gender

16. The expected results under the gender programme include: enhancing women's participation in legislative processes and decision-making; and, national commissions and other mechanisms for the protection and promotion of gender equality in place by 2012.

A. Economic growth and environmental management

17. The expected results under the economic growth and environmental management sub-programme are: creation of employment opportunities for men, women and youth through enterprise development in urban and rural areas as a follow-up to the closer collaboration sought between UNDP and the International Labour Organization (ILO) on decent work; implementation of national policies for youth employment in viable sectors; productivity of communal land improved through integrated watershed management programmes; policies and frameworks developed as follow up to the implementation of MDGs, the Johannesburg Plan of Implementation, the poverty reduction strategy (PRS) and the five Multilateral Environmental Agreements (MEAs) on energy and environment for sustainable development; access to sustainable energy services, electricity and cleaner fuels increased; local authorities capacitated in land, cultural heritage and environmental management; and, sustainable land management to combat desertification and land degradation implemented.

18. The sub-programme will include: (a) support to identifying data needs and strengthening statistical capacity to generate indicators needed to monitor the implementation of the PRS and achieve the MDGs; (b) addressing the links among poverty, food insecurity and environmental quality; and (c) improving employment prospects, especially for youth, by supporting the creation of an enabling national environment promoting youth employment and enterprise development. UNDP will strengthen its emphasis on a comprehensive soil conservation and efficient water use strategy. The sub-programme will also enhance efforts to reduce dependence on bio-mass fuels, thus contributing to soil conservation. Private-public partnerships for the urban environment will be enhanced through the joint United Nations Habitat Sustainable Cities Programme and public-private partnership, with the overall aim to build and strengthen the planning and management capacity of the Maseru City Council. This collaboration will be further enhanced to support development of local councils and decentralization for effective public service delivery. Community participation in sustainable environmental management will be enhanced and promoted through the Small Grants Programme (SGP), under which communities will prepare proposals and access grants for community-based responses to environmental management.

B. Democratic governance

19. The expected results under the democratic governance sub-programme are: strengthened capacity of governance institutions to support consolidation of democracy and the implementation of regional and international economic and social obligations; strengthened capacity of Parliament and civil society organizations (CSOs) to play a watchdog role for a stable, participatory and accountable democracy; strengthened institutional capacities for data collection, analysis and management; national commissions and other mechanisms for the protection and promotion of human rights, children's rights and gender equality in place by 2012; advocacy, communication and partnerships with governmental bodies and NGOs strengthened to demand improved delivery of public services; strengthened capacity of selected government institutions and other providers to support delivery of public services through the Public Sector Improvement Reform Programme; and, strengthened advocacy for the use of information and communications technology (ICT) to enhance public service delivery.

20.Under this sub-programme, UNDP support will be provided for: strengthening and consolidating democracy through advocacy programmes to deepen people's understanding of their roles and obligations in support of their elected Government; providing discrete support to the institutional capacity of the Government to meet its development-oriented commitments; contributing towards improved capacity of civil service systems to support effective delivery of public services; promoting respect for human rights; advocacy for increased use of information and communications technology for development; supporting gender-mainstreaming in all development interventions; and working closely with the Government and other partners to strengthen the Government's decentralization programme.

IV. Programme management, monitoring and evaluation

Results-based management

21. The decision to implement one integrated Lesotho UNDP country programme, within the context of "delivering as one", calls for greater inter-unit coordination within the Country Office and between it and other United Nations organizations, to ensure timely feedback loops and information sharing and coordination in joint and/or collaborative programme activities involving all agencies within the context of the UNDAF and a results-based management approach.

22. The monitoring and evaluation framework of the UNDAF forms the broad context to guide the monitoring and evaluation of the present CPD. Annual reviews of the Country Programme Action Plan based on the CPD will be informed by the UNDAF monitoring and evaluation indicators. Tripartite review meetings with Government and other stakeholders will promote participatory, results-oriented decision-making and assessments of the effectiveness of the national execution (NEX) modality. The auditing of the programme will take into account the implications of the new tool on Harmonized Approach to Cash Transfers to Implementing Partners.

Execution modality

23. .The Government and UNDP have agreed that national execution (NEX) should cover 90 per cent of programme activities during the current (2005 – 2007) cycle. However, given the capacity problems in programme implementation, and poor delivery rates, a combination of NEX and agency execution modalities will be adopted for the present CPD. All programmes in the CPD will include concerted efforts in capacity development to address implementation bottlenecks, leading up to eventual 100 per cent NEX coverage.

Support to the Resident Coordinator system

24. As the host agency for the Resident Coordinator system, UNDP continues its financial and human resource support to the Coordinator's office, which is critical for cohesion, alignment and coordination within the system, and with other development partners, particularly through the Development Partners Consultative Forum (DPCF). The Government role in aid coordination role will be strengthened.

Partnership and resource mobilization strategy

25. UNDP will continue its work to strengthen partnerships with key donors in Lesotho and elsewhere. In particular, activities to strengthen links with partners in South Africa and non-resident organizations, such as ILO, the United Nations Capital Development Fund, the Global Environment Facility (GEF), the United Nations Development Fund for Women (UNIFEM) and the United Nations Environment Programme (UNEP), will continue with a view to ensuring that adequate resources are mobilized and that there is awareness of the activities of UNDP in particular, and the United Nations in general.

Annex. Results and resources framework for Lesotho 2008 - 2011

Programme component	Country programme outcome, indicators, baselines and targets	Country programme output	Output indicators, baselines and targets	Role of partners	Indicative resources by goal and by source
National Priority: HIV/AIDS, gender and youth **Intended UNDAF Outcome #1: Capacity strengthened to sustain universal access to HIV prevention, treatment, care and support, and impact mitigation**					
Responding to HIV and AIDS	Evidence-based HIV-related programmes and policies that draw on international best practices are developed and implemented. percentage of recurrent national budget allocated to HIV by Government Baseline: 0.8 per cent Target: 5 per cent	The national capacity to gather, process, and analyse strategic information is strengthened	National monitoring and evaluation plan 2006-2011 implementation rate Baseline: 0 per cent Target: 80 per cent yearly Resource allocation and expenditure by priority areas and target groups Baseline: N/A; target: Resources match priorities	Coordination of United Nations programmes on HIV will be through the Joint United Nations Team on AIDS (JUNTA). This team, facilitated by UNAIDS under the direction of the Resident Coordinator, will engage with all relevant partners including the National AIDS Council, ministries, Department for International Development (DFID), Irish Aid, United States Government, European Community, German Agency for Technical Cooperation (GTZ) and the Clinton Foundation	Regular resources $962,000 Other resources Government $50,000 ILO $800,000 DFID $600,000 Irish Aid $600,000
	Scaled-up response of persons living with HIV (PLHIV) and communities to HIV Proportion of PLHIV in selected committees and forums Baseline: 0; target: 20%	Community PLHIV groups empowered to effectively access and utilize institutions and systems; and communities enabled to develop and manage HIV-related programmes.	percentage of the general population with accepting attitudes towards PLHIV Baseline: 22%; target: 90%		
	Implementation of HIV-related programmes is scaled up Number of people with advanced HIV infection receiving antiretroviral therapy Baseline: 8000; target:56,000	Good technical assistance is accessed by key stakeholders to scale up implementation and delivery of HIV-related programmes	Number of technical experts in key HIV-related institutions available for stakeholders Baseline: N/A; target: 30		
				Sub-total	**$3,012,000**
National Priority: Sustained economic growth, poverty reduction and environmental management and conservation **Intended UNDAF Outcome #2: Increased employment, household security and enhanced natural resources & environmental management**					
Achieving the MDGs and reducing poverty	Strengthened national capacity to create employment opportunities for women, men and youth. Proportion of people living below the poverty line baseline: 50.2per cent; Target: 25 per cent	Employment opportunities for men, women and youth created through enterprise development in urban and rural areas.	Unemployment rate Baseline Target (percentages) Men 42 20 Women 45 20 Youth 79 30	Country programme will be coordinated by UNDP with major inputs from ILO. The main implementing partners in the Government will be the Ministry of Employment and Labour, Ministry of Trade, Industry, Cooperatives and Marketing, and the Ministry of Gender, Youth and Sport., Ministry of Tourism, Environment and Culture. European Community. Other agencies involved are United Nations Children's Fund (UNICEF); Food and Agriculture Organization of the United Nations (FAO); World Food Programme (WFP); United Nations Population Fund (UNFPA); World Tourism Organization.	Regular resources $1,800,000 Other resources GEF $2,500,000 IF Trade $200,000 ILO $600,000
		National employment policies adopted and implemented for youth in viable sectors. Capacity of tourism sector strengthened.	Youth Unemployment Baseline 79 per cent; Target 30 per cent		
		Skills development, income generating activities and entrepreneurship education supported.	Number of new enterprises Baseline 0; target 500		

Energy and environment for sustainable development	Policies and institutional capacity strengthened to improve natural resources and environmental management Plans/policies/programmes subjected to Strategic Environmental Assessment (SEA) Baseline 1; target All	Policies and frameworks developed and implemented on global conventions, JSIA, Poverty Reduction Strategy, climate change for sustainable development	Proportion of protected areas and sustainable use areas Baseline 6.9; Target 12.6	UNDP in collaboration with UNHABITAT, WFP and FAO will lead interventions in this country programme outcome, working closely with the with the National Environmental Secretariat and the Ministry of Natural Resources as well as the Ministry of Forestry and Land Reclamation	
		Sustainable land and range management to combat desertification and land degradation implemented.			
		Increased water harvesting and improved watershed management.			
				Sub-total	**$5,100,000**
National Priority: Good governance and gender equality **Intended UNDAF Outcome #3: Governance institutions strengthened, ensuring gender equality, public service delivery and human rights for all by 2012**					
Fostering democratic governance	Strengthened governance institutions for a stable participatory democracy and effective economic governance. Number of local governance programmes supported Baseline 1; target 5 Number of Parliamentary sub-committees able to monitor accountability for the use of public resources Baseline: 1(PAC); target: All	Capacity of governance institutions strengthened to support consolidation of democracy and implementation of economic and social development obligations.	International agreements on democratic governance implemented Baseline: (no. of agreements/treaties Target: All implemented/ reported on	UNDP will act as the lead agency and will coordinate implementation of the outputs with support from UNFPA, UNICEF, United Nations Office on Drugs and Crime (UNODC), United Nations Economic Commission for Africa, the United States Government and DFID. All other partners from Government and civil society organizations, including the Independent Electoral Commission, will be mobilized to play a role in supporting a stable and participatory democracy.	Regular resources $1,800,000 Other resources: UNODC $200,000 Government$50,000 United Nations Development Fund for Women $200,000 Office for the High Commissioner for Human Rights $250,000 United Nations Capital Development Fund $550,000 ILO $1,800,000 Democratic Governance Thematic Trust Fund $100,000 Gender Thematic Trust Fund $200,000
		Capacity of Parliament and CSOs strengthened to play watchdog role for a stable and participatory democracy and support to sound economic growth.	Number of Parliamentary sub-committees able to monitor accountability for use of resources. Baseline: 1; target: All		
		Institutional capacity strengthened for data collection, analysis and management.	Number of institutions providing accurate data Baseline: 5; target: All		
Achieving the MDGs and reducing human poverty	Enhanced institutional capacity for gender mainstreaming, equality, empowerment of women, children and other vulnerable groups. Number of government ministries with capacity to implement programmes that promote gender equality and empowerment of women, children and other vulnerable groups.	National commissions and other mechanisms for the protection and promotion of human rights, children's rights and gender equality in place and operational by 2012.	Commissions on Human Rights, Gender and Children. Baseline: 0; target 3.	UNFPA will act as the lead agency. UNFPA will work closely with UNICEF, UNDP, FAO and WFP to support gender equality and empowerment of women, children and other vulnerable groups. UNFPA, UNICEF and UNDP will engage the Government (Ministry of Gender, Youth and Sport, Ministry of Justice and Human Rights, Ministry of	
		Women's participation in legislative processes and decision-making enhanced.	50 per cent representation women in Parliament. Baseline:10.7 per cent; Target: 50 per cent		

	Baseline: 0; target: All ministries	Increased capacity of governance institutions for enhanced participation of women and vulnerable groups in the formulation and implementation of policies that affect them by 2012.	Number of laws and policies that combat discrimination against women, children and other vulnerable groups enacted. Baseline: zero; target: 2 Acts and 2 policies.	Education and Training), Non-Governmental Organizations Committee and Women and Law in Southern Africa to facilitate establishment of the Gender, Children's and Human Rights Commissions.	
Fostering democratic governance	Demand-driven and decentralized public service delivery based on claim-holder aspirations and participation strengthened. Accessibility of public services at the local level Baseline: Over-centralization of public services in the capital Target: All public services decentralized	Advocacy, communication and partnerships with governmental bodies and NGOs strengthened to demand public services.	Number of institutions providing accurate data Baseline: 5; target: All	UNDP will act as lead organization. All other United Nations organizations will prepare individual and joint programmes and projects to advocate for increased public service delivery that is based on claim-holder aspirations. NGOs and the media will be mobilized and given technical and financial support to encourage the communities to demand services.	
		Strengthened capacity of selected government institutions and other public service providers to support delivery of public services.	Provision of quality public services Baseline: Unequal access to quality services Target: Accessibility of services to community as a whole		
		Government programmes to control alcohol, crime and drugs strengthened.			
		Strengthened advocacy for use of ICT to enhance service delivery.			
				Subtotal	**$4,950,000**
				Grand total	**$13,062,000**